

TO: Teresa Parsons, SPHR  
Director's Review Program Supervisor

FROM: Kris Brophy, SPHR  
Director's Review Program Investigator

SUBJECT: Cheri Daugherty v. Walla Walla Community College  
Allocation Review Request ALLO-09-038

### **Director's Determination**

This position review was based on the work performed for the six-month period prior to November 30, 2009, the date Walla Walla Community College (WWCC) Human Resources received the request for a position review. As the Director's Review Investigator, I carefully considered all of the documentation in the file, the exhibits, and the verbal comments provided by both parties during the review telephone conference. Based on my review and analysis of Ms. Daugherty's assigned duties and responsibilities, I conclude her position is properly allocated to the Office Assistant 3 classification.

### **Background**

On November 30, 2009, WWCC Human Resource Office received Ms. Daugherty's Position Review Request (PRR) form asking that her position be reallocated to a Program Support Supervisor classification. Ms. Daugherty signed the form on November 16, 2009. Her supervisor completed and signed the supervisor's portion of the form on November 20, 2009.

By letter dated February 1, 2010, WWCC notified Ms. Daugherty that her position was properly allocated as an Office Assistant 3 (Exhibit B-1).

On March 3, 2010, the Department of Personnel received Ms. Daugherty's request for a Director's review of WWCC's allocation determination. In the letter, Ms. Daugherty requested that her position be reallocated to the Program Assistant class (Exhibit A-1).

On October 5, 2010, I conducted a Director's review telephone conference. Present during the call were Cheri Daugherty, Dave Shiel, Employee Relations Specialist, WPEA; and Sherry Hartford, Human Resource Director.

### **Rationale for Director's Determination**

The purpose of a position review is to determine which classification best describes the overall duties and responsibilities of a position. A position review is neither a measurement of the volume of work performed, nor an evaluation of the expertise with which that work is performed. A position review is a comparison of the duties and responsibilities of a particular position to the available classification specifications. This review results in a determination of the class that best describes the overall duties and responsibilities of the position. Liddle-Stamper v. Washington State University, PAB Case No. 3722-A2 (1994).

### **Duties and Responsibilities**

Ms. Daugherty's position provides administrative clerical support to the WWCC Corrections Education program. Her position is located at the Washington State Penitentiary (WSP). The college's Correction Education program provides adult education services to inmates at the Washington State Penitentiary. The primary purpose of Ms. Daugherty's position is to assign offenders into basic skills and vocational classes. She is responsible for updating and printing out attendance rosters for the instructors. Ms. Daugherty tracks registrations throughout the quarter to make sure they are entered into the Student Management System (SMS). She generates attendance reports and also maintains data and files.

Ms. Daugherty's supervisor, Mr. Brent Caulk, Assistant Director of Education, disagrees with portions of Ms. Daugherty's statements in the PRR, and does not support Ms. Daugherty's request for reallocation. In the attachment to the PRR, (Exhibit B-3), Mr. Caulk provides comments which are noted in *italics* below.

Ms. Daugherty's duties and responsibilities are summarized from the PRR (Exhibit B-2) as follows:

- 40% Prepare 3 to 5 different daily call sheets for distribution within DOC. Update offender housing movements daily. Be aware of instructor absences and notify DOC when an instructor is out in order to cancel class. Prepare weekly master call sheets for education officers.
- 25% Assign offenders into classes weekly making sure to screen them for separation from other inmates based on gang affiliation within the DOC database. Remove students using a daily transfer sheet when they go to segregation, Intensive Management Unit, East Complex, and other facilities.
- 10% Maintain Comprehensive Adult Student Assessment Systems (CASAS) information for WSP (and for 2 years for GRCC) within the Washington Adult Basic Education Reporting System (WABERS) database. Enter scores weekly as students take pretests and quarterly for post testing. Teach instructors how to access information from the database. Teach students when necessary. Download scores from the classroom and upload them into the WABERS database.

- 5% Participate in education reviews when Assistant Education Director is away from the facility. Prepare for and conduct orientation for new or returning offenders and help the offenders complete WWCC college admission forms.

Mr. Caulk states, *"This is minimal and happens a very small amount in the course of school academic quarter. Of the typically 22 scheduled orientations that we hold per academic quarter, Cheri could reasonably find herself conducting 1 or 2 when myself or Shelly Demianew are gone.... All office staff is cross trained to do this and we fill in if needed to allow coverage of meetings, vacation schedules, etc."*

- 5% Send out requests for high school completion records and GEDs from around the country for the offenders. When received, inform the registrar and offender. Update scores as students take tests until they have obtained their GED.
- 5% Issue and maintain log for calculator clearances.
- 5% Help train new instructors and classified staff. Supervise student help.

Mr. Caulk states, *"This is not performed in a lead supervisor fashion on a continual monthly basis and when performed is minimal at best. The times that it has surfaced are primarily ... when our Program Coordinator Shelly Demianew has been out for surgery...."*

- 5% Answer inquiries from counselors, correctional officers, offenders, other colleges, and DOC facilities.

In addition, Ms. Daugherty provided a detailed explanation of the callout process and the different call sheets that are used to regulate offender movement. Ms. Daugherty explained that every day she is sent three different transfer/movement sheets from different locations within the WSP. Offenders are moved around quite often for different reasons. In order to be able to attend education classes, GED testing, meetings with volunteers, obtain medical care and other activities they have to be on one of the various call sheets that she develops daily from the information provided on the transfer/movement sheets. The call sheets are sent out to each of the 14 living units. If offenders are not on a call sheet they are not let out of their cells. Through this process offender's whereabouts are known at all times (Exhibit A-2).

#### Summary of Ms. Daugherty's Perspective

Ms. Daugherty asserts she has been given additional duties which reach the Program Specialist class level. She states in section 2 of the PRR that she was first asked to provide instructors with CASAS booklets and answer sheets. She was then asked to process the answer sheets into the WABERS database. She began testing student offenders during

quarter breaks for those who missed being tested at the end of the previous quarter. She became a CASAS Cadre and is at times responsible for grading tests.

Ms. Daugherty contends she was asked to learn how to enter admission forms, registrations, and grades into SMS in order to be a backup to the current registrar. She states she was partly responsible for training a new Program Specialist at Coyote Ridge Correctional Center (CRCC) while her co-worker, Shelly Demianew (Program Coordinator) was on leave for six weeks at the beginning of Fall Quarter. She states she must stay updated on any changes that take place in SMS; that she conducts new offender orientations when needed, and participates in the education review process on occasion.

#### Summary of Walla Walla Community College's Reasoning

WWCC asserts the majority of Ms. Daugherty's work involves performing complex clerical assignments related to the operation of the Corrections Education program, and therefore falls within scope of her job classification as an Office Assistant 3. Ms. Hartford asserted during the review telephone conference that the majority of Ms. Daugherty's work involves manipulating data to access, retrieve, and report information out of databases. Ms. Hartford contends this is equivalent to similar types of clerical work requiring data entry. Ms. Hartford stated Ms. Daugherty accesses complex data bases and enters data into other data bases or spreadsheets, which is used by other individuals.

Ms. Hartford stated Ms. Daugherty's work is important to make sure the inmates are properly identified on the call out sheets. This requires her to do her work well and accurately. The fact she does it well and without supervision is a testament to her work. However, the level of decision making authority she has is generally limited and equivalent to other types of complex clerical work requiring specialized data entry and database processing functions. Ms. Hartford asserts Ms. Daugherty's work involving participating in the education review process is a very small portion of her duties when she does do it. It is generally performed by higher level staff.

#### Comparison of Duties

When comparing the assignment of work and level of responsibility to the available class specifications, the Class Series Concept (if one exists) followed by the Definition and Distinguishing Characteristics are primary considerations. While the Typical Work examples listed in a class specification do not form the basis for an allocation, they lend support to describing the work performed by that classification.

Additionally, most positions within the civil service system occasionally perform duties that appear in more than one classification. However, when determining the appropriate classification for a specific position, the duties and responsibilities of that position must be considered in their entirety and the position must be allocated to the classification that provides the best fit overall for the majority of the position's duties

and responsibilities. Dudley v. Dept. of Labor and Industries, PRB Case No. R-ALLO-07-007 (2007).

#### Comparison of Duties to the Program series

The Class Series Concept for the **Program Assistant** reads as follows:

Perform work requiring knowledge and experience that is specific to a program. Organize and perform work related to program operations independent of the daily administrative office needs of the supervisor. Represent the program to clients, participants and/or members of the public.

A program is a specialized area with specific complex components and discrete tasks which distinguish it from the main body of an organization. A program is specific to a particular subject. The specialized tasks involve interpretation of policies, procedures and regulations, budget coordination/administration, independent functioning and typically, public contact. Duties are not of a general support nature transferable from one program to another. Performance of clerical duties is in support of incumbent's performance of specialized tasks.

Similarly, the Program Specialist class series concept describes, in part, assignments in "specialized programs consisting of specific components and tasks that are unique to a particular subject and are separate and distinguished from the main body of an organization." This involves coordinating program services and resources; acting as a program liaison and providing consultation to program participants and outside entities regarding functions of the program. "[p]rogram coordination also requires performance of tasks and application of knowledge unique to the program and not transferable or applicable to other areas of the organization." . . .

Thus, the Program series describes positions which perform specialized technical/clerical duties in support of a program activity. Although Ms. Daugherty provides administrative clerical support specific to the WWCC Corrections Education program, the primary focus of her position is to generate, update and print out daily and weekly attendance rosters (call sheets) for the instructors and other DOC staff; and to assign offenders into basic skills and vocational classes. Ms. Daugherty tracks registrations throughout the quarter to make sure they are entered into the Student Management System (SMS). She generates attendance reports and also maintains data and files. While the class lists she develops pertains to offenders, developing class participant lists and developing, maintaining, and reporting attendance is not a unique function applicable only to DOC.

In addition, the scope of Ms. Daugherty's work involving overall coordination of program services and resources; acting as a program liaison and providing consultation to program participants and outside entities regarding functions of the program is limited. The level of her interaction with DOC, Walla Walla staff, and others is limited. The thrust of her position is to develop and distribute daily call sheets for use by others. During the review telephone

conference, Ms. Daugherty stated that she independently completes the call sheets and attendance reports from the information provided. She stated that if she notices something out of the ordinary she advises her supervisor who in turn discusses the problem with the appropriate staff. The portion of Ms. Daugherty's time testing student offenders during quarter breaks, serving as the CASAS Cadre, grading tests, and conducting new offender orientations falls within the Program Assistant level of responsibility for interacting with others. While these duties may fall within the program classes, she does not perform them for a majority of her time.

#### Comparison of Duties to the Office Assistant series

The Class Series Concept for the Office Assistant series states that positions perform "a variety of clerical duties in support of office or unit operations." Ms. Daugherty's position fits within this class series concept because she performs complex clerical assignments related to the Corrections Education Program's unit operations.

The Definition for Office Assistant 3 states:

Under general supervision, independently perform a variety of complex clerical projects and assignments such as preparing reports, preparing, reviewing, verifying and processing fiscal documents and/or financial records, composing correspondence such as transmittals and responses to frequent requests for information, establishing manual or electronic recordkeeping/filing systems and/or data base files, and responding to inquiries requiring substantive knowledge of office/departmental policies and procedures. Positions may perform specialized complex word processing tasks in a word processing unit or complex rapid data inquiry and/or entry functions.

The Distinguishing Characteristics for Office Assistant 3 include the following:

Assignments and projects are of a complex nature. Independent performance of complex clerical assignments requires substantive knowledge of a variety of regulations, rules, policies, procedures, processes, materials, or equipment. Problems are resolved by choosing from established procedures and/or devising work methods. Guidance is available for new or unusual situations. Deviation from established parameters requires approval. Work is periodically reviewed to verify compliance with established policies and procedures. . . .

Consistent with Ms. Daugherty' position, Office Assistant 3 positions work under general supervision and independently perform a variety of complex clerical projects and assignments, including assignments requiring substantive knowledge of a variety of regulations, rules, policies, procedures, processes, and materials. Her position requires substantive knowledge of the correct procedures for developing daily call sheets. Her working knowledge of the DOC database helps her to identify and screen offenders based on gang affiliation and other factors prior to assigning offenders into classes.

Further, while not exact, the typical work examples describe the scope and level of responsibility assigned to her position:

- Resolving problems and responding to inquiries regarding rules, regulations, policies, department procedures;
- Reviewing documents and records for completeness, accuracy, and compliance with rules and determining or explaining action necessary to achieve compliance or approval;
- Reviewing, verifying for accuracy, and investigating discrepancies to ensure compliance with established procedures and policies;
- Establishing and maintaining complex electronic or manual file systems or data base files;
- Preparing or assisting in the preparation, compilation, and coordination of records;
- Compiling material requiring specialized knowledge and judgment in selection and treatment of data and format.

It is undisputed that Ms. Daugherty works for the college's Corrections Education program. It is also true that a portion of Ms. Daugherty's work is similar to the duties described in the Program Assistant job classification. However, the Class Series Concept for the Program Assistant and Program Coordinator positions indicate that "[d]uties are not of a general support nature transferable from one program to another." Further, "[p]erformance of clerical duties is in support of incumbent's performance of specialized tasks." When considering the totality of the duties she performs, the majority of her assignments fit within the Office Assistant 3 classification. The majority of her tasks are transferable as clerical functions performed regarding student education. For example, Ms. Daugherty assigns student offenders into basic skills and vocational classes. She updates and prints out attendance rosters for the instructors. She tracks registrations throughout the quarter to make sure they are entered into the Student Management System (SMS). She generates attendance reports and also maintains data and files.

Consistent with the Office Assistant 3 job class, Ms. Daugherty's position requires independent performance of duties while having substantive knowledge about the Education Program's services. She also works to resolve attendance scheduling issues and problems and responds to inquiries through email, or directly to individuals at the WSP.

It is clear the work she performs is very important and valued by WWCC. A position's allocation is not a reflection of performance or an individual's ability to perform higher-level work. Rather, it is based on a comparison of duties and responsibilities to the available job classifications. The Office Assistant 3 classification best encompasses the overall scope of work and level of responsibility assigned to her position.

**Appeal Rights**

RCW 41.06.170 governs the right to appeal. RCW 41.06.170(4) provides, in relevant part, the following:

An employee incumbent in a position at the time of its allocation or reallocation, or the agency utilizing the position, may appeal the allocation or reallocation to . . . the Washington personnel resources board . . . . Notice of such appeal must be filed in writing within thirty days of the action from which appeal is taken.

The mailing address for the Personnel Resources Board (PRB) is P.O. Box 40911, Olympia, Washington, 98504-0911. The PRB Office is located at 600 South Franklin, Olympia, Washington. The main telephone number is (360) 664-0388, and the fax number is (360) 753-0139.

If no further action is taken, the Director's determination becomes final.

c: Cheri Daugherty, WWCC  
Dave Shiel, WPEA  
Sherry Hartford, WWCC  
Lisa Skriletz, DOP

Enclosure: List of Exhibits



## **Cheri Daugherty v. Walla Walla Community College**

### List of Exhibits

#### A. Cheri Daugherty Exhibits

1. Cheri Daugherty's Request for Director's Review form, dated March 3, 2010.
2. Explanation from Cheri Daugherty of the different call out sheets.
3. Daily Transfer Sheet for May 5, 2010.
4. Population Count for May 5, 2010.
5. Daily Transfer Sheet for April 28, 2010. (2 pages)
6. Education Master – Daily Call Sheet Template for May 3. (9 pages)
7. Daily Call Sheet Template for May 3 – (Includes notation – “Transition Call outs”).
8. Daily Call Sheet Template for May 3 – (Includes notation – “Education Review”).
9. Daily Call Sheet Template for April 29 – (Includes notation – “GED Testing”).
10. Daily Call Sheet Template for May 3 – (Includes notation – “TA & Worker”).
11. Daily Call Sheet Template for April 29 – (Includes notation – “AA Callout”).

#### B. Walla Walla Community College Exhibits

1. Walla Walla Allocation Determination letter from Sherry Hartford to Cheri Daugherty dated February 1, 2010.
2. Position Review Request For from Cheri Daugherty, received by WWCC HR November 30, 2009.
3. Supervisor's comments from Brent Caulk to Sherry Hartford dated November 19, 2009.
4. Sherry Hartford's “Desk Audit Notes”, dated January 26, 2010.

#### C. Director's Exhibits:

1. DOP Class Specification for Office Assistant 3 (100J).
2. DOP Class Specification for Program Assistant (107M).
3. DOP Class Specification for Program Specialist 2 (107L).